

# STAFF REPORT

**August 23, 2018 – REVISIONS IN BOLD**

TO: City Council  
FROM: Jeannie Peyton, Planning & Zoning Administrator

CASE #: Ordinance No. 08-18; PC Case #18-03: Request to Amend the approved Planned Unit Development (PUD) at the 13.2 acre site within the “I-PUD” Industrial Planned Unit Development Zoning District and the “SARA” Salem Avenue Redevelopment Area Overlay District located at 5331 Salem Avenue (Parcel I.D. H33 00805 0005) with intent to occupy an existing 119,104 sq. ft. facility as a storage and retail truck rental facility.

**PC Case #18-03 was tabled on April 24, 2018 by a Planning Commission vote of 4-0.**  
**Ordinance No. 08-18 was tabled on July 2, 2018 by a City Council vote of 7-0**

## *PLANNED UNIT DEVELOPMENT AMENDMENT*

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APPLICANT: *Meeting Representative: Mark Quinn of UHaul*  
Edward Vigil of Amerco Real Estate,  
2727 N, Central Avenue, Phoenix AZ 85004

OWNER: *Current:* Commercial Developers LLC  
221 Camden Court, Suite 100, Oak Brook IL 60523  
*Future:* UHaul of Trotwood

PROPERTY LOCATION: Parcel located on the north side of Salem Avenue west of the intersection of Salem Avenue and Salem Bend Drive. Parcel I.D. # H33 00805 0005.

LAND USE REQUEST:  
Application has been made under PC Case #18-03 requesting an amendment to the previously approved PUD Specific Site Plan to expand the use to allow retail truck and trailer rental and modified exterior storage in addition to interior climate controlled storage.

SITE DESCRIPTION:  
A 13.2 acre site located on the north side of Salem Avenue west of the intersection of Salem Avenue and Salem Bend Drive. The parcel has frontages along both Salem Avenue and Salem Bend Drive. The site is the former location of a Walmart retail location which has sat vacant for a decade.

CURRENT ZONING: “I-PUD” Industrial Planned Unit Development + SARA Salem Avenue Redevelopment Area Overlay District

CURRENT LAND USE: Vacant “Big Box” Retail

SURROUNDING ZONING: North - RMF-L, Residential Multifamily, Low Density  
South - R-B, Regional Business + SARA  
East - R-B, Regional Business + SARA  
West - R-B, Regional Business

SURROUNDING LAND USES:     North - Apartments and Condominiums  
   South - Regional Retail  
   East - Regional Retail  
   West - Multitenant, Commercial/Retail

#### DISCUSSION OF PROPOSED USE:

The applicant, AMERCO Real Estate Company representing UHaul of Trotwood, proposes to acquire the former Walmart facility at 5331 Salem Avenue. Similar to the previous PUD Specific Site Plan, the existing “big box” facility would be repurposed as a mini storage facility which would include interior climate controlled storage units, a 1,500SF D&R bay, and a 3,000SF retail store.

Circulation on the site would remain as is with all shared cross access easements maintained. The building would be retrofitted and built out with interior storage units. In the existing parking areas there will be a reduction of approximately 150 parking spaces to accommodate two (4) exterior storage buildings totaling 11,600SF and equipment shunting areas. The exterior storage buildings would be individually alarmed and have video recording capabilities to deter theft. Shunting areas are for the staging of trucks and trailers for pickup by rental customers. There will be display parking spaces at the front of the property along Salem Avenue to display trucks and trailers for rent. There will be no exterior storage of boats or RVs at this site. The building will be painted and branded with UHaul specific design. The applicant has committed to the management and maintenance of the site which includes correcting property maintenance violations including parking lot repair and landscape renewal.

UHaul has been successful in the adaptive reuse of a variety of facilities in multiple locations across the Country and in our region. The positive impact to the community would be a direct result of the elimination of a blighted nuisance that has existed in our community for many years. The board only need consider the deteriorating conditions of the site in question over the last 10 years to envision the effect a legitimate occupant would have on the site. The addition of a retail truck and trailer rental/sharing business would also increase the economic development opportunity beyond storage by boosting the number of jobs created with the reuse of the facility.

The City’s Strategic Plan calls for us to evaluate and maintain economic growth initiatives by pursuing repurposing opportunities at our obsolete retail facilities. UHaul (AMERCO) has proposed a reuse opportunity that would stabilize a neglected site along the City’s regional corridor. The addition of retail truck and trailer rental and related sales would activate the entire site and provide the City an opportunity to enhance community image by eliminating an eyesore. As called for in the Strategic Plan, “...maintain a regional, community and neighborhood image as a welcoming, clean, safe and progressive community...,” the project proposed by UHaul (AMERCO) would accomplish this goal.

#### MAY HEARING UPDATE:

At the time of the April 24, 2018 hearing the Planning Commission collectively asked the applicant to supply more information for the May hearing of the tabled case. The information requested is reflected below along with the applicant’s submissions of information prior to the May 22 hearing.

- 1- Qty. of exterior storage units. Define both the number of buildings and units per building
  - a. Six (6) were proposed on site plan. See comments below for finish concerns  
UHAUL - 116 10x10 units in 6 buildings (4 structures). Total of 11,600 square feet.
- 2- Façade of Main Building
  - a. Adding Stone or Brick accent to the frontage of building that faces Salem Avenue  
UHAUL – See attached rendering for location of brick façade

- 3- Façade of exterior storage buildings
  - a. Both ends ascetically addressed with Stone or Brick  
UHAUL – See attached rendering for photo of brick façade
- 4- Landscaping at perimeter of property and island areas, special attention given to:
  - a. Islands near truck display area  
UHAUL – See attached rendering for photo of added landscaping along Salem Avenue frontage
- 5- Landscaping at exterior storage areas, special attention given to:
  - a. Ends of buildings facing Salem Avenue  
UHAUL – See attached rendering for photo of added landscaping at ends of exterior storage units along Salem Avenue frontage

The Commission requested more renderings, including ones that depict the building perspective that includes the how the exterior storage buildings will look in the foreground for our particular site.

UHAUL – See attached renderings

On May 22, 2018 Planning Commission voted 4-1 to approve the request to amend the existing PUD. Concerns expressed during the Hearing focused on the saturation of storage in the surrounding area.

#### **SEPTEMBER COUNCIL MEETING UPDATE:**

At the time of the July 2, 2018 public hearing, Council focused their concerns to be resolved prior to a vote on two issues; verifying the maximum number of trucks to be stored on site and clarifying that exterior auto work would be prohibited on the premises in the Specific Site Plan document. The applicant has since submitted a revised site plan (attached) showing the layout of truck storage. They are requesting a maximum of 55 Trucks and 25 Trailers to be allowed on the site with the actual daily average being far below this maximum number.

I had made edits to the PUD SPECIFIC SITE PLAN Document to reflect this requested number and the prohibiting of exterior auto work on site.

#### **PUD SPECIFIC SITE PLAN: (REVISED Draft attached)**

Presented for your review is the Proposed Amended Planned Unit Development (PUD) Specific Site Plan provisions proposed for the initial reuse of the facility, as well as applicable requirements related to any future development on the site. It includes the following:

- 1) Intent / Purpose of the PUD
- 2) Compatibility of Proposed Use with City's *Comprehensive Economic Development Strategy*.
- 3) Site Description
- 4) Land Use Controls (including Future Development Requirements).

#### **STAFF RECOMMENDATION**

The applicant has submitted information that meets all of the Council and Planning Commission's requests for the site, therefore Staff recommended that the Council **APPROVE** Case OR 08-18.

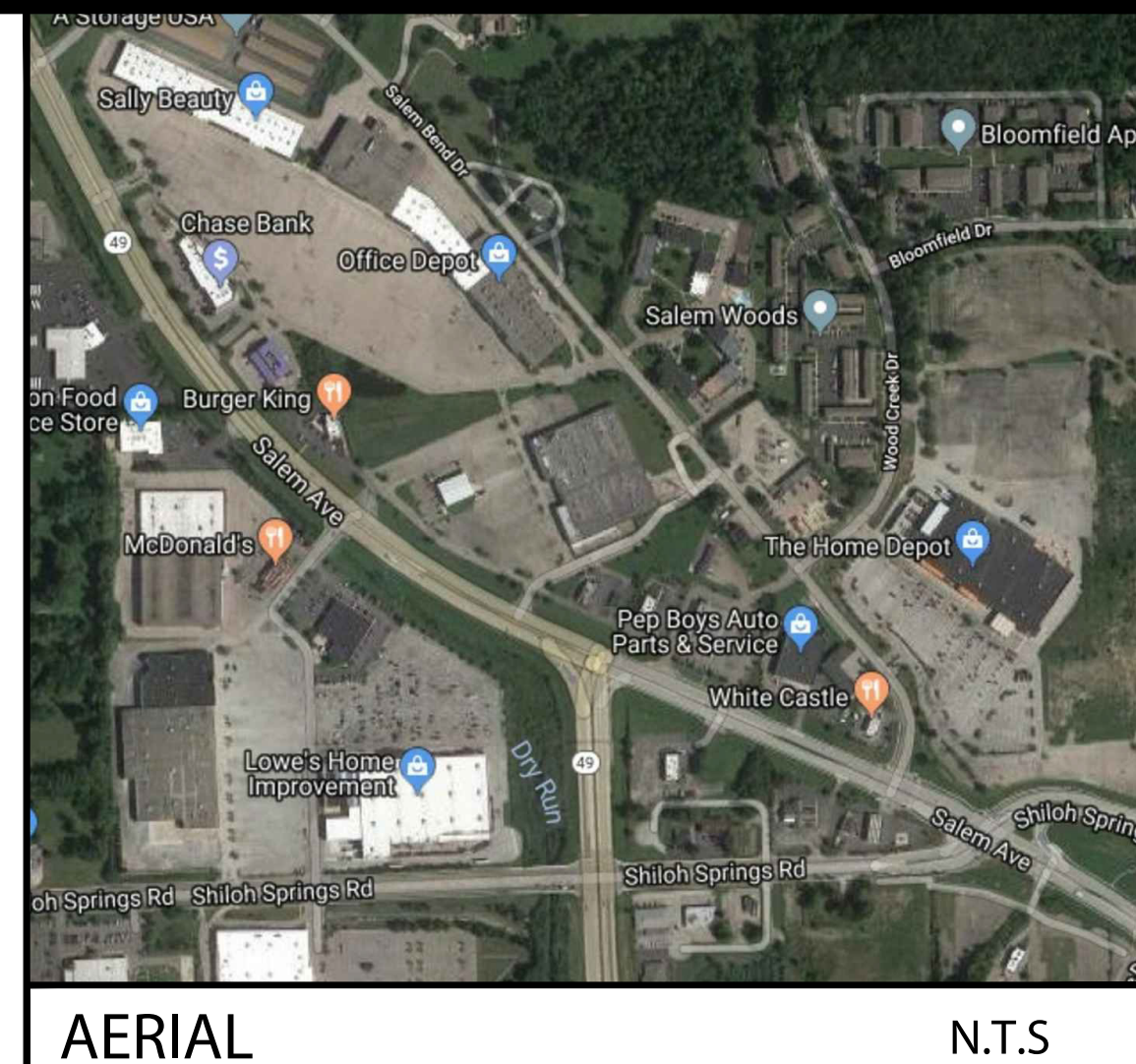
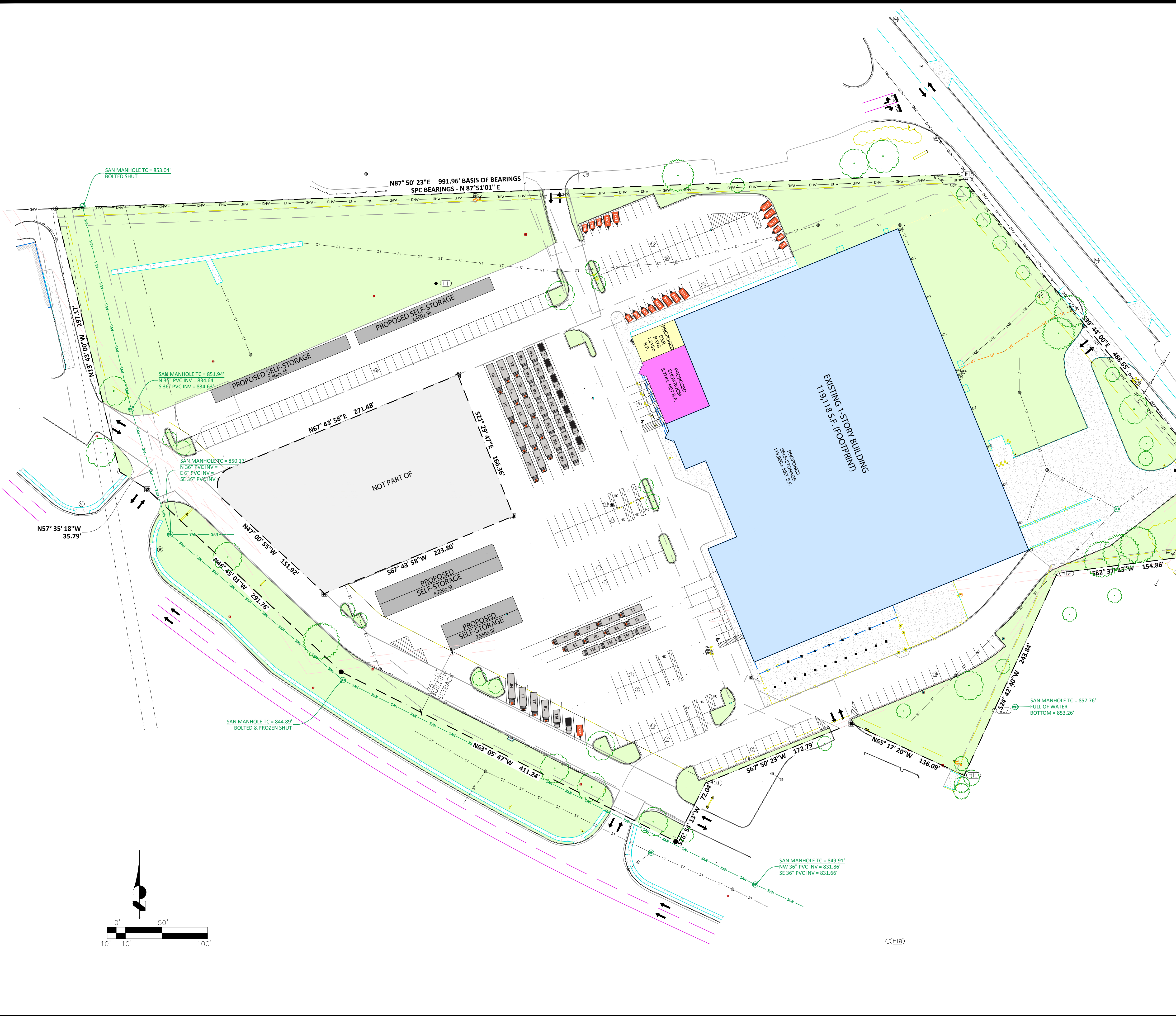
#### **COUNCIL'S APPROVAL ALTERNATIVES:**

The Commission's alternatives under **Ordinance No. 08-18:**

1. Move to make the specified findings under Chapter 1140 and **APPROVE OR MODIFY AND APPROVE** the Amended Specific Site Plan for a 13.2 acre site located at **5331 Salem Ave.** (Parcel I.D. #H33 00805 0005), Or;
2. Move to **DENY** the Amended Specific Site Plan for a 13.2 acre site located at **5331 Salem Ave.** (Parcel I.D. #H33 00805 0005), for failure to make the specified findings under Chapter 1140.

**Attachments:** PUD Amended Specific Site Plan Draft – Revised, Site Plan – Revised





Project Name:	U-Haul Moving & Storage of Trotwood
Municipality:	Trotwood
Project Address:	5331 Salem Ave.
Parcel No. / Acre / Area:	H33-00805-0005/ 14.2 acres / 618,705 sf
Zone:	PUD
Proposed Zone:	Amend PUD
Uses:	Truck & Trailer Rental – Not Permitted Self-Storage – Permitted Retail – Permitted
Setbacks (Principal structures); Required	
Front Lot line	45 ft.
Side lot line	10 ft.
Rear lot line	15 ft.
Height Limit:	35'
Parking:	
Retail = 3,778 sf	
1sp/ 250 sf GFA	
Total Retail Spaces = 15 Spaces Required	
Rental = 2,965 sf	
1sp/ 2,000 sf of display area	
Total Rental Spaces = 3 Spaces Required	
Self-Storage = Not to exceed 6	
Total Spaces = 6 total Spaces Required	
Total Parking Spaces Required = 24 Spaces	
Total Parking Spaces Provided = 152 Spaces	
Existing Building = 119,118 sf	

SHEET NOTES:

REVISIONS:

NO.	DATE	INITIALS	NOTES
1			
2			
3			
4			
5			
6			
7			

PROFESSIONAL SEAL:  
**PRELIMINARY DOCUMENTS;  
NOT FOR CONSTRUCTION.  
FOR INFORMATION ONLY**

ARCHITECT LOGO:

**AMERCO**  
REAL ESTATE COMPANY  
CONSTRUCTION DEPARTMENT  
2727 NORTH CENTRAL AVENUE  
PHOENIX, ARIZONA 85004  
P: (602) 263-6502

SITE ADDRESS:  
**U-HAUL OF TROTWOOD**  
5331 SALEM AVE.  
TROTWOOD, OH 45226

SHEET CONTENTS:  
**PRELIMINARY**  
SITE PLAN

**869072**

DRAWN:	HRK
CHECKED:	PB
DATE:	04/05/18

**SP-1**  
TROTWOOD1C.DWG



OR08-18 (Planning Commission Case # PC 18-03)

Reference Case Numbers: OR28-16 (PC 16-09); Approved by City Council on 10/3/2016

On May 22, 2018; Planning Commission voted 4-1 to approve with edits in red

On July 2, 2018; Council voted 7-0 to table for clarification – NEW EDITS in Bold

~~Storage of America~~ **AMERCO Real Estate Company (Uhaul of Trotwood),**  
5331 Salem Avenue (H33 00805 0005)

Land Use Controls; Approved Uses under the PUD

Under the adopted PUD, the following uses shall be permissible for the future occupancy and development of the site:

Principally Permitted Uses

- 1) Mini-Self Storage Facility; including
  - a. Interior Climate Controlled Individual Storage Units
  - b. Exterior Individual Storage Units; four (4) buildings
  - c. ~~Enclosed RV/Boat/Trailer Storage Units~~ **Truck and Trailer rental/sharing**
    - i. **Rental display area along Salem Ave not to exceed seven (7) vehicles (i.e. Trucks, Vans, Trailers)**
    - ii. **Total vehicles staged or stored for rental/sharing on site not to exceed 55 Trucks or Vans and 25 Trailers.**
- 2) ~~Light Manufacturing (future); including~~
  - a. ~~Sheet Metal Manufacturing~~
  - b. ~~Storage of Manufactured Goods~~
  - c. ~~Distribution/Shipping of Manufactured Goods~~

Conditionally Permitted Uses

- 1) ~~Light Manufacturing Machining and Assembling~~
- 2) ~~Exterior RV/Boat/Trailer Storage~~

Accessory Uses

- 1) Warehouse, Storage and Distribution
- 2) Retail Sales **related to Moving & Storage**
- 3) **Installation & removal of UHaul hitches**
- 4) Off-street Parking and Loading [as provided under Chapter 1181 of the Zoning Code], ~~not to exceed 6 for Storage Use plus 20 for Manufacturing Use.~~
- 5) ~~Overnight Tractor/Trailer parking at dock door location in rear of site.~~
- 6) Uses or structures customarily incidental to the principally permitted or conditionally permitted use located on the same lot therewith.

Prohibited Accessory Uses

- 1) The following Accessory Uses shall be prohibited.
  - a) Outdoor Storage. Including, but not limited to the storage of the following materials and equipment: junk, refuse, wood, lumber, building materials, recreational vehicles, boats, etc.
  - b) Storage of semi-trucks or other industrial vehicles **not related to UHaul**, equipment, and materials ~~within the northern portion of the site (off-street parking area to rear of building).~~
  - c) **At no time shall the installation, service and/or repair of vehicles or trailer towing equipment be performed outside the enclosed installation bay area.**

## Future Development Requirements

Future Development is limited to redevelopment of the entire site which is currently NOT built out to capacity.

~~Development will be phased: Phase 1 includes the Interior renovations and build-out and Phase 2 includes the Exterior Site development. Phase 2 is dependent on the success of Phase 1 selling to a capacity of 50-60%. Preliminary Plans include the tentative plans to develop metal exterior storage units totaling 70,000SF in 12 building units. Units are to be screened and buffered by Fence and landscaping perimeter as described in the following regulations.~~

~~The following are the minimally required bulk regulations/requirements which shall apply to future development the 13.2 acre site, as depicted on the development plan:~~

Future Development must adhere to Lot Requirements:

- 1) Minimum/Actual Lot Area: 30,000 SF
- 2) Minimum/Actual Lot Width: 150'
- 3) Minimum/Actual Lot Frontage: 150'
- 4) Minimum/Actual Lot Depth: 200'
- 5) Minimum Front Yard Setback: 45'
- 6) Minimum Side Yard Setback: 20' total / 10' per side
- 7) Minimum Rear Yard Setback: 15'
- 8) Maximum Height Regulations:
  - a) Principal Structure (existing): 35'
  - b) Accessory Structure: 25'

## Buildout of Exterior Storage Units

- ~~1) Allowable on all side, meeting setback requirements determined herein~~
- 2) Metal façade. ~~Red Brick Ends along Salem Avenue Corridor~~ **Brick accents on facades facing Salem Avenue**
- ~~3) black aluminum fencing and~~
- 4) **Landscaping at ends facing Salem Avenue**

## Fences, Gates, Walls and Hedges

- ~~1) Perimeter buffer to include:
  - a. Black Aluminum 6' Fencing
  - b. Shrubbery screen plantings~~

## Veteran Memorial Site

- ~~1) Publically accessible~~
- ~~2) Arrangement of large American Flag, flags for all branches of service and granite monument~~

## Signage

- 1) All signage requirements for occupancy of current facilities shall be subject to the Signage requirements contained under Zoning Code Chapter 1185 and specifically, 1185.05 (h) Major Development Signs.
  - a. Pylon Sign Height not to exceed 25'.
  - b. **Total Sign Area not to exceed 150 SF.**

## Salem Ave. Redevelopment Area Overlay District

- 1) The design and construction of all future site development shall be subject to the guidelines of the Salem Avenue Redevelopment Area Zoning Overlay District. With the exception of:
  - a. ~~Storage of America color scheme of Blue and White~~ **UHaul color scheme** allowable throughout
  - b. Metal façade and ~~Red Brick~~ facing of exterior units to be allowed.

## Off-Street Parking & Loading

- 1) All parking requirements for occupancy of current facilities and future development (industrial and/or commercial retail) shall be subject to the Off-Street Parking and Loading requirements contained under Chapter 1181 of the Zoning Code, with the following additional provision:
- 2) Parking requirements not to exceed 6 for Storage Use plus ~~20-15~~ for ~~Manufacturing~~ **Retail** Use.
- 3) The designated off-street parking and loading area for the proposed occupancy by ~~Storage of America~~ **UHaul** shall be located on the parcel site with recognition and coordination efforts given to the existing "shared parking area" with Family Dollar.

## Ingress/Egress

- 1) Currently, there exists shared cross-access easements throughout the Parcel which are recorded as deed restrictions upon each property within the Center. These easements provide shared and unrestricted public ingress and egress among all properties within the Center, as it pertains to Salem Avenue and Salem Bend Road.
- 2) Final approval of this PUD in no way alters, circumvents, impedes, or violates the established system of shared cross-access easements as it relates to ingress/egress to and from the site.

## Conditional Use Applications Reviewed by the Planning Commission

- ~~1) Notwithstanding Section 1133.02 of the Zoning Code, the Planning Commission shall have the appropriate power and duty to hear and decide upon applications for conditional uses which are requested to be approved uses within this PUD. The Planning Commission shall take action to approve, deny, or approve (with conditions) the PUD Conditional Use applications.~~

## Initial Occupancy by ~~Storage of America~~ UHaul

Upon submission of a Commercial Zoning Permit Application by ~~Storage of America~~ UHaul to the Planning ~~Department Commission~~, the applicant shall include a plan of exterior site and building improvements proposed for its initial occupancy of the 120,000 sq. ft. facility. These plans should include the intended treatment of:

- 1) The building surface, in terms of exterior renovations, or modifications. If the building is to be repainted, include any distinctive features or characteristics which the building will take on as a result of the improvement (i.e. distinctive color banding).
- 2) Exterior lighting of building frontages and grounds. Devise an architectural highlighting plan which will distinctively and attractively illuminate the south and east building elevations.
- 3) Property Maintenance Violations to be corrected as Building Occupancy occurs. Includes, but is not limited to:
  - a. Deteriorating cross access asphalt areas to be remedied.
  - b. Parking Lot upgrades ~~as development of site occurs.~~
- 4) Submission of an overall landscape plan which includes the placement of street trees along the perimeter. Trees and plantings should be appropriate for the site based upon their placement in relation to the building frontage and perimeter fencing/wall. Tree species should also be of a mature caliper (minimum 2").
  - a. Replacement of deceased or deteriorated trees and shrubbery and planting material located within existing medians (planted areas) on the site ~~should~~ **must** also be addressed by the applicant.
  - b. **Additional landscaping added along Salem Avenue frontage.**